DOCUMENT RESUME

ED 120 580 CE 006 979

AUTHOR	Dobrovolny, Jerry S.; Stark, Robert L.
TITLE	An Evaluation of the Program Approval Process in Illinois Community Colleges.
INSTITUTION	Midwest Educational Research Evaluation and Training Center, Champaign, Ill.
SPONS AGENCY	Illinois State Advisory Council on Vocational Education, Springfield.
REPORT NO	VT-102-704
PUB DATE	Jun 75
NOTE	37p.
EDRS PRICE	MF-$0.83 HC-$2.06 Plus Postage
DESCRIPTORS	*Community Colleges; Data Analysis; Educational Programs; *Evaluation Criteria; Evaluation Methods; Methods Research; Post Secondary Education; Program Development; Program Effectiveness; *Program Evaluation; Questionnaires; *School Surveys; School Visitation; State Programs; Statewide Planning; *Vocational Education
IDENTIFIERS	*Illinois

ABSTRACT

The purpose of the study was to conduct a survey of all the public community colleges in Illinois to evaluate how the colleges develop and approve vocational-technical education programs. Objectives included evaluation of the criteria used in selection and approval of programs, getting information to improve management processes used in selecting the vocational programs offered, and determining how successfully the community colleges were providing postsecondary occupational education opportunities. Surveys were conducted through mailed questionnaires and by on-site visits. Evaluators with expertise in both occupational education and the Illinois community college system developed and mailed previsit survey instruments to each community college president. The resulting data were tabulated for manpower demand, student interest, program duplication, and program costs. The previsit instrument and the on-site questionnaire guide used by interviewers are appended. Nine recommendations for the program approval process for occupational education programs in the Illinois community colleges are listed, the most important being given as the gathering of manpower data through a model developed by a consortium of State agencies, balancing program offerings throughout the State, coordinating research activities, developing a statewide program of evaluation and followup, and sharing survey and cost models for program planning. (Author/HP)

Documents acquired by ERIC include many informal unpublished materials not available from other sources. ERIC makes every effort to obtain the best copy available. Nevertheless, items of marginal reproducibility are often encountered and this affects the quality of the microfiche and hardcopy reproductions ERIC makes available via the ERIC Document Reproduction Service (EDRS). EDRS is not responsible for the quality of the original document. Reproductions supplied by EDRS are the best that can be made from the original.

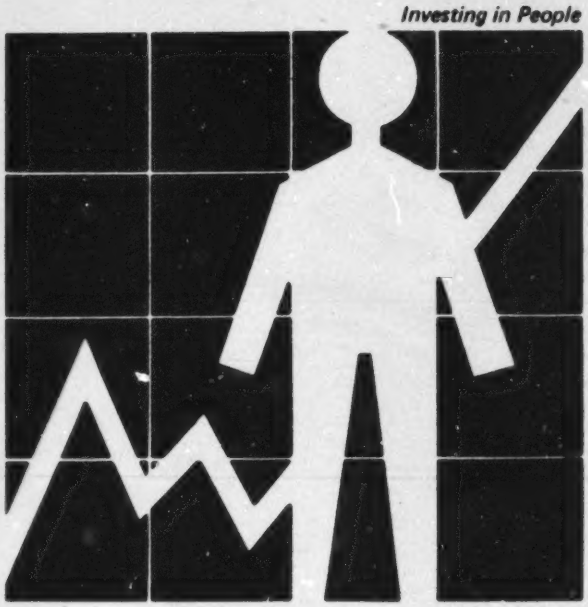
ED120580

NOV 11 1975/AS

AN EVALUATION OF THE PROGRAM APPROVAL PROCESS IN ILLINOIS COMMUNITY COLLEGES

By

Jerry S. Dobrovolny, Project Director
Robert L. Stark, Principal Investigator



U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

Conducted for the

STATE OF ILLINOIS ADVISORY COUNCIL ON VOCATIONAL EDUCATION

575 Lincoln Tower Plaza
Springfield, Illinois
62706

JUNE 1975

CE008979

AN EVALUATION OF THE PROGRAM APPROVAL PROCESS IN ILLINOIS COMMUNITY COLLEGES

Conducted by
MIDWEST EDUCATIONAL RESEARCH EVALUATION
AND TRAINING CENTER (MERET CENTER)
311 West University Avenue
Champaign, Illinois 61820
Jerry S. Dobrovolny, President

For the
STATE OF ILLINOIS
ADVISORY COUNCIL ON VOCATIONAL EDUCATION
575 Lincoln Tower Plaza
Springfield, Illinois 62706

JUNE 1975

Investing in People

Project Director
JERRY S. DOBROVOLNY

Principal Investigator
ROBERT L. STARK

VT 102704

This study was conducted pursuant to a contract with the State of Illinois Advisory Council on Vocational Education, June 1975.

TABLE OF CONTENTS

PAGE

LIST OF TABLES i

PREFACE ii

INTRODUCTION 1

OBJECTIVES 2

METHODOLOGY OF STUDY 4

ANALYSIS OF PRE-VISIT SURVEY INSTRUMENTS 5

- Manpower Data 5
- Student Interest Data 5
- Program Duplication Data 5
- Preparation of Program Costs Analysis 10
- Availability of Resources 10
- The Role of Various Groups in Program Planning, Approval and Evaluation 11

ANALYSIS OF ON-SITE INTERVIEW INFORMATION 11

- Identification of Need for New Program 12
- Required Justification Prior to Program Approval 12
- Parties Involved in Program Approval 13
- Facilities Planning 14
- Financing and Budgeting 14
- Affect of Cost Accounting Procedures on Program Offerings 15
- Program Evaluation 16
- Identification of Unsuccessful Program 16
- Use of Illinois Occupational Curriculum Project Manuals 17
- Criteria to be Used by the State for Program Approval 18
- Cooperation Between Community Colleges 19

CONCLUSIONS AND RECOMMENDATIONS 20

APPENDIX A 23

APPENDIX B 29

LIST OF TABLES

TABLE		PAGE
I	SUMMARY OF RESPONSES ON THE PERFORMING OF VARIOUS TASKS IN THE PROGRAM APPROVAL PROCESS	6
II	SUMMARY OF RESPONSES OF SOURCES OF MANPOWER DEMAND DATA	7
III-A	SUMMARY OF RESPONSES ON FACTORS OF WHY DUPLICATION OF PROGRAMS OCCUR	8
III-B	SUMMARY OF RESPONSES ON POSSIBLE SOLUTIONS TO THE PROBLEM OF DUPLICATION OF PROGRAMS	8
IV	SUMMARY OF RESPONSES OF PERSONS, AGENCIES AND RESOURCES PLAYING A VITAL ROLE IN PROGRAM PLANNING, PROGRAM APPROVAL AND PROGRAM EVALUATION	9

PREFACE

The report that follows was written by the Project Director with input from the Principal Investigator and the consultant evaluator team. The conclusions and recommendations are based on the data that was collected and reflect the interpretations by the Project Director and does not necessarily reflect the views of the State of Illinois Advisory Council on Vocational Education.

One of the very positive observations made by all of the on-site interviewers was the openness with which the community college personnel were willing to discuss the various issues raised by the study. The writer is convinced that everyone concerned in the community college movement in the State of Illinois is genuinely committed to developing an outstanding program to serve the citizens of the State of Illinois.

All questions with respect to the study should be addressed to the Executive Director of the State of Illinois Advisory Council on Vocational Educations since the study is the property of said council.

Jerry S. Dobrovolny, President
Midwest Educational Research Evaluation
and Training Center (MERET Center)

AN EVALUATION OF THE PROGRAM APPROVAL PROCESS IN ILLINOIS COMMUNITY COLLEGES

INTRODUCTION

The Vocational Education Amendments of 1968 (PL90-576) require each State Advisory Council to conduct annually an independent evaluation of the effectiveness of the state's vocational education program, services and activities, and to publish and distribute the results of the evaluation. The purpose of this study was to conduct a survey of all the public community colleges in the State of Illinois in order to evaluate the processes by which the colleges develop and approve vocational-technical education programs and facilities. The State of Illinois has a unique situation existing in that the programs that are funded by the Division of Vocational and Technical Education (DVTE) are approved by the Illinois Community College Board (ICCB) and the Board of Higher Education (BHE). The focus of the study was to determine the existence of formalized processes for program approval and implementation beginning at the local level and extending on through the full approval process in the state and resulting in the implementation and funding of programs.

The community colleges in the State of Illinois offer a wide variety of vocational and technical education programs. One output of this study is to determine if there exists a set of criteria that is formalized or can be formalized to assist in the selection and approval of these programs. In evaluating the various criteria being used for program approval, such items as duplication of programs, differential requirements, unnecessary competition for students, allocation of resources, and duplication of expensive facilities were to be analyzed and reported upon. Therefore one of the major objectives of the study was to determine the "state of the art" and, on the basis of the facts, make recommendations that can assist the community colleges in the State of Illinois to more effectively realize their full potential in the area of occupational education.

Since the initial legislation in 1963 establishing the state-wide community college system in the State of Illinois, the community colleges have had a phenomenal growth. At this point in time they have reached a level of a stabilized growth pattern, and therefore the timeliness of the study seems to be particularly appropriate.

OBJECTIVES

The approval procedure for programs and facilities in the Illinois community colleges often requires a multi-agency input prior to program approval. Many times this includes the Illinois Community College Board, the Division of Vocational-Technical Education, the Board of Higher Education, the Capital Development Board, and, at times, the Office of the Superintendent of Public Instruction. To adequately evaluate the significance of many of the program proposals that are submitted for some of the complicated approval procedure, it is also important to understand the social dynamics that are functioning at the local level. Therefore, one of the primary objectives of this study will be to secure information to improve the management and decision-making processes used in selecting occupational programs offered by Illinois community colleges.

A number of secondary objectives of the study were also identified both prior to the beginning of the study and as the study proceeded. One of these was to evaluate how successfully the various community colleges were providing post secondary occupational education opportunities for the students in their respective districts. The question of what percentage of the total program offerings of a particular institution were in the occupational area is a valid one since many of the districts were formed on the promise to the electorate of having upwards of fifty percent of the programs in vocational and technical education. Along with this a look at the various administrative structures for implementing post secondary occupational education programs was considered since it will provide a clue as to the priorities being assigned by the administration to occupational education programs. Still another objective was to evaluate the various sources of manpower demand data for use in program planning. A wide range of hypotheses exists with respect to how best obtain manpower demand data.

To achieve these objectives, project personnel conducted a survey of Illinois community colleges including an on-site visit of each college. Many questions were asked in conducting a survey designed to improve the program planning and selection process used by community colleges to determine program offerings. Underlying the entire study was the objective of determining all of the approval procedures and to evaluate their effectiveness. The decision-making process for program implementation, whether it be a course or full curriculum, varies from institution to institution as well as from program area to program area. Some of the kinds of information and data that were considered significant with respect to the study are listed below.

- Investigate the sources of the manpower demand data used for the justification of offering the program.
- Review the role of the local employment service in helping determine program need.
- Investigate the impact of the prime sponsors role of the Comprehensive Employment Training Act on local program development.
- Investigate the role of the various program advisory committees and their role in program approval and review.
- Determine the role of the local Board of Trustees in the implementation of program approval.
- Determine the effect of the input by the Division of Vocational and Technical Education in the approval procedures by the Illinois Community College Board.
- Determine the role of the Regional Vocational Director for the program approval unit of DVTE in the early stages of program proposals.
- Investigate the sources of funding with respect to the influence on program implementation.
- Investigate the role of local citizen advisory groups in terms of program implementation.
- Investigate cooperative arrangements between community colleges of close proximity with respect to duplicative program implementations.
- Investigate the relationships with other educational agencies such as high schools, Area Vocational Centers, and private schools with respect to program implementation.
- Review the local evaluation procedures including teaching, job placement, effective use of advisory committees, and the vehicles for achieving these evaluations.
- Evaluate the effectiveness of the facility planning program for the implementation of vocational and technical education programs.
- Investigate the impact of DVTE program evaluation.
- Determine the role of the Board of Higher Education in program approval and evaluation and the role it may play in the future.
- Review the role of the Office of the Superintendent of Public Instruction with respect to program implementation and cooperation with other state approval agencies.
- Investigate procedures or the lack of them for the discontinuation of programs that are no longer viable.

METHODOLOGY OF STUDY

The first order of business was to identify a group of knowledgeable practitioners as consultant evaluators. Care was taken to select individuals who had a particular expertise in both occupational education and the community college system in the State of Illinois. Size of college and geographic location was also a consideration in selecting the knowledgeable personnel for the task of developing instruments and actually conducting the surveys in the fields. The consultant-evaluator group had persons with the following geographic representation: Chicago suburban, East Central Illinois, St. Louis suburban, Southeastern Illinois and Central Illinois. In addition, the consultant-evaluator group had representation covering the following types of responsibilities: Deans of Occupational Education, Director of Continuing Education, Director Research Coordinating Unit, and Professors from the University of Illinois with expertise in vocational and technical education. Of the eight persons who made on-site visitations, four of them were actively involved in administrative responsibilities in the various community colleges in the State of Illinois. The broad background represented by the consultant-evaluator group provided an in-depth competence in the development of the survey instruments that we used in the study.

A meeting of the consultant-evaluator group met on March 3, 1975 for the purpose of developing both the pre-visit survey instrument as well as the on-site survey instruments. The pre-visit survey instrument is attached as Appendix A and the on-site survey instrument is attached as Appendix B.

The Project Director intersected with the Council of Community College Presidents and received the approval for conducting the study by the MIS, Research and Master Planning Committee of the Council of Presidents. Upon receiving this approval the pre-visit instruments were mailed to each of the community college presidents. As these were returned they were tabulated and given to the respective consultant-evaluators prior to their on-site visitation interviews. All of the community colleges were visited during the last two weeks of May and the first week of June of 1975.

During the on-site visitations each consultant-evaluator attempted to interview the following individuals: Dean or Director of Occupational Education, the President of the institution, a typical member of an advisory committee, a member of the Board of Trustees, the Chairman or member of the institutional curriculum committee, and various other individuals who would have an input and an opportunity to comment about the program approval procedure used in respective institutions. The information from these on-site visitations has been analyzed and presented in subsequent portions of this report.

ANALYSIS OF PRE-VISIT SURVEY INSTRUMENTS

Tables I, II, III-A, III-B and IV show the tabulations of the results of the pre-visit survey instruments that were filled out and returned by the community colleges. There are a number of facts that immediately become obvious as one reviews the data.

Manpower Data

One of the most crucial items necessary in program planning is to obtain meaningful manpower demand data. Item 1 in Table I as well as all of Table II address this problem. From Table I it is apparent that there is great difficulty in obtaining meaningful manpower data and that the resources within the college are limited as well as the availability of resources from outside the college to assist in this task. Table II indicates that the data from the following sources does not satisfy the needs of the community college in the process of program planning: the Illinois State Employment Service; the manpower data from the Division of Vocational Education; the Illinois Community College Board; the prime sponsor of the Comprehensive Employment Training Act; and the DVTE manual for forecasting manpower needs. The most reliable data comes from local advisory committees and special industry surveys. Some community colleges indicated success by obtaining information from professional organizations, Bureau of the Budget manpower needs, requests from business and industry, as well as various types of local surveys.

It is apparent that there is a need for a multi-agency effort in the State of Illinois on behalf of developing a meaningful manpower demand data bank. This data must be able to be used effectively by the local community college as well as other state-wide agencies for the purpose of planning and implementing occupational programs for the citizens and the industries in the State of Illinois.

Student Interest Data

The level of difficulty to obtain student interest data for new programs being planned does not seem to be a major factor as is indicated in Item 2 of Table I. A more detailed discussion of this factor is presented in the analysis of the on-site interviews.

Program Duplication Data

The problem of determining the impact of starting a new program that may be offered at other community colleges is covered by Item 4 of Table I as well as Tables III-A and III-B. It is apparent from Item 4 of Table I that there is no great difficulty in obtaining information about similar programs being offered

TABLE I

SUMMARY OF RESPONSES ON THE
PERFORMING OF VARIOUS TASKS IN THE PROGRAM APPROVAL PROCESS

New Program Development Tasks	Level of Difficulty				Resources Available							
					Within College				Outside College			
	Some	Ave.	Great	NR	None	Some	Many	NR	None	Some	Many	NR
1. Obtain adequate manpower data	4	11	20	0	4	26	4	1	1	30	3	1
2. Obtain adequate student interest data	12	20	3	0	2	25	7	1	2	24	7	2
3. Review idea with college curriculum committee	20	10	2	3	3	16	14	2	13	14	2	6
4. Determine extent to which training is available at other community colleges	23	6	4	2	1	19	9	6	1	21	11	2
5. Determining alternate possibilities for offering program (i.e., joint agreements, contractual arrangements)	9	17	7	2	4	22	5	4	3	23	6	3
6. Develop tentative curriculum	10	22	1	2	1	28	5	1	2	20	13	0
7. Prepare list of equipment required	8	20	6	1	3	24	7	1	2	21	16	1
8. Prepare list of supplies needed	7	22	5	1	4	14	7	0	2	21	10	2
9. Determine space requirements	7	21	6	1	4	15	6	0	3	25	5	2
10. Prepare program cost analysis	5	14	15	1	5	23	5	1	9	20	1	5
11. Obtain consultant services	12	14	5	4	6	23	1	4	2	20	10	3
12. Organize ad hoc committee	19	12	0	4	4	19	9	2	3	16	10	6
13. Organize advisory committee	18	16	0	1	3	19	13	0	2	12	19	2

NR = No Response

TABLE II

SUMMARY OF RESPONSES OF
SOURCES OF MANPOWER DEMAND DATA

Sources	Evaluation					Relative Index*
	Poor	Fair	Good	Excel-lent	Not Used	
1. Illinois State Employment Service	10	13	8	C	4	4.82
2. Local advisory committee	0	7	13	15	0	2.30
3. Special industry survey	2	5	13	11	2	2.35
4. Division of Vocational & Technical Education Regional Consultant	6	15	6	4	4	4.72
5. Illinois Community College Board	11	13	6	3	2	5.90
6. Prime Sponsors of the Comprehensive Employment Training Act	11	14	6	1	3	5.60
7. "Forecasting Manpower Needs" A Manual for Local Vocat'l Planning (DVTE funded proj.)	4	12	8	1	4	5.70
8. Other: Specify						
Newspapers	0	1	1	1	0	3.50
Professional Organizations	0	1	0	2	0	3.00
Bureau of Budget Manpower Needs	0	0	1	1	0	1.00
Requests from Industry	0	0	2	1	0	1.00
Local Need Surveys	0	1	0	3	0	1.50

*Average where 1 = most important; 10 = least important

TABLE III-A

SUMMARY OF RESPONSES ON FACTORS OF
WHY DUPLICATION OF PROGRAMS OCCUR

Factors Affecting Duplication	Relatively Unimportant Factor	Important Factor	Factor of Major Importance
1. Job market appears sufficiently strong to warrant additional program	0	8	22
2. Student pressure	10	18	7
3. Faculty pressure	22	11	1
4. Administrative pressure	16	17	2
5. Governing Board pressure	20	11	4
6. Community pressure (broad)	7	17	11
7. Community pressure (special interest group)	4	24	7
8. Inability of colleges with programs to meet demands of out-of-district students	19	4	11
9. Local college prestige	19	14	2
10. Distance to another college with program	2	16	17
11. Number and/or cost of chargebacks	6	18	11

TABLE III-B

SUMMARY OF RESPONSES ON POSSIBLE
SOLUTIONS TO THE PROBLEM OF DUPLICATION OF PROGRAMS

Possible Solutions	Worth Pursuing?	
	Yes	No
A. Extra funding for programs involved in joint agreements	22	13
B. Renewal of approval process for programs operating three or more years but not generating minimal level of student interest	11	19
C. Requirement of institution desiring program to assure support available at minimal level in terms of budgeted space, equipment and supplies	26	9
D. Area concept approval for especially expensive programs, carrying minimum out-of-district student	22	12
E. Increased emphasis at ICCB level on verification of data contained in new program application forms	15	16

TABLE IV

SUMMARY OF RESPONSES OF PERSONS, AGENCIES AND RESOURCES PLAYING A VITAL ROLE IN PROGRAM PLANNING, PROGRAM APPROVAL AND PROGRAM EVALUATION	Strongly Agree	Agree	Disagree	Strongly Disagree
1. ITEMS IN PROGRAM PLANNING				
a. D.V.T.E. Regional Consultant	4	11	17	3
b. D.V.T.E. Springfield	3	14	16	2
c. Local Program Advisory Committee	30	5	0	0
d. College Curriculum Committee	9	12	12	1
e. Illinois State Employment Service	0	10	17	8
f. C.E.T.A. Prime Sponsor	1	11	16	6
g. Feeder High School Programs	10	23	0	2
h. Area Vocational Center Programs	9	20	4	1
i. Private School Programs	1	18	11	3
j. Nearby Community College Programs	3	29	3	0
k. The Amount and Source of Funds	22	12	1	0
l. Facility Planning	15	18	0	0
2. ITEMS IN PROGRAM APPROVAL				
a. D.V.T.E. Regional Consultant	3	13	16	3
b. D.V.T.E. Springfield	3	15	15	2
c. Local Program Advisory Committee	18	16	1	0
d. College Curriculum Committee	11	17	5	1
e. Board of Trustees	28	7	0	0
f. Illinois Community College Board	27	8	0	0
g. Board of Higher Education	20	11	4	0
h. The Amount and Source of Funds	24	11	0	0
i. Facility Planning	16	19	0	0
3. ITEMS IN PROGRAM EVALUATION				
a. D.V.T.E. Regional Consultant	7	22	6	0
b. D.V.T.E. Springfield	15	15	5	0
c. Local Program Advisory Committee	17	18	0	0
d. College Curriculum Committee	5	10	14	5
e. Board of Trustees	5	14	14	2
f. Illinois Community College	2	14	17	1
g. Board of Higher Education	0	10	24	1
h. The Amount and Source of Funds	15	15	1	2
i. Facility Planning	9	18	2	4

at other community colleges from the standpoint of resources available within the college as well as from outside the college. The factors of major importance, when duplication is to be considered as seen in Table III-A seems to be as follows: is the job market sufficiently strong to warrant the additional programs; the distance to another college that has a similar program; community pressures and the number and/or cost of chargebacks. Of lesser importance are special interest groups within the community, administrative pressure, and student pressure. It is interesting to note that such factors as faculty pressure, governing board pressure, local college prestige and the inability of colleges to meet demands of out-of-district students are relatively unimportant factors in the decision to move towards the development of a program that may duplicate other similar programs.

Table III-B lists in order of importance some of the possible solutions to this very sensitive area of program duplications. Such items as extra funding for joint agreements, more thorough institutional assurance of program success, as well as using an area concept for offering programs, particularly the more expensive ones, seem to be most favored by the community colleges.

Preparation of Program Cost Analysis

Item 10 of Table I indicates that the preparation of program costs does present some difficulty in the preparation of program proposals. The resources from both within the college and outside the college are inadequate to meet the needs of those persons preparing proposals.

Discussion of Other Items in Table I

In looking at Table I it is apparent that the other items such as developing tentative curriculum, preparing lists of equipment and supplies, determining space requirements, obtaining consultant services, organizing an ad hoc committee and organizing advisory committees, do not provide any particular level of difficulty for the community colleges to implement.

Availability of Resources

In looking at Table I, it is apparent that the colleges seem to indicate they have "Some" to "Many" problems with respect to developing the data required from the standpoint of resources available to them within the college as well as outside the college. This subject was further pursued in the on-site interviews and it is apparent that most of the community colleges in the State of Illinois lack the necessary in-house research capability to generate the necessary data required, both from the standpoint of in-house resources as well as outside of the college resources.

The Role of Various Groups in Program Planning, Approval and Evaluation

Table IV addresses itself to the role that various persons, agencies and resources play in program planning, program approval and program evaluation. It is apparent in considering items in program planning that the local program advisory committee, the feeder high school programs, the amount and sources of funds, and facility planning play the most vital role in program planning.

In the program approval process, the local Board of Trustees, the Illinois Community College Board, the amount and sources of funds, and the Board of Higher Education play the most important role in the approval process. To a lesser degree, the local program advisory committee, the college curriculum committee, and facility planning also are important in the approval process.

The items that are most important in the area of program evaluation are the local program advisory committee, the amount and sources of funds as well as the DVTE evaluation program.

In the area of program planning, the DVTE regional consultant and the DVTE Springfield staff, the Illinois State Employment Service, the CETA prime sponsor, the college curriculum committee do not play an important role in program planning.

In the area of program approval, again the DVTE regional consultant and the DVTE staff in Springfield do not play an important role.

In program evaluation, various groups that do not play an important role are the college curriculum committee, the Illinois Community College Board, the Board of Higher Education and the Board of Trustees. The DVTE program evaluation is considered to be very effective.

ANALYSIS OF ON-SITE INTERVIEW INFORMATION

Appendix B has a copy of the on-site questionnaire guide used by the interviewers. In each case the interviewer had a copy of the completed pre-visit questionnaire for the individual community colleges that they interviewed. The nature of the responses are such that they do not lend themselves to a tabular summarization. However, there are certain items that appear to have a rather unanimous response, either positive or negative. Therefore, the analysis will attempt to summarize those major important factors that play a role in program approval procedures in the community colleges in the state of Illinois.

Identification of Need for New Program

The community colleges in the State of Illinois should be commended for their openness with respect to the development of information to identify the need for occupational education programs. The sources of input for this identification come from a wide range of inputs. These include the following: existing program advisory committees, board member inputs, student interest surveys, Chamber of Commerce industry committees, professional groups, in-depth industry need studies in the district, replacement needs for industry, community attitudinal surveys, steering committee information, and any other broad citizen input that comes up with a meaningful occupational need. As far as meeting the stated legislative goals of providing services to the local community, the community colleges certainly have achieved this goal. Their eagerness for soliciting input from a wide and diverse spectrum of interested groups within the community truly are to be identified as a hallmark of sensitivity in serving the needs of the district.

Required Justifications Prior to Program Approval

The most important factor as far as justification is concerned for consideration of offering a new occupational education program is the number of job opportunities that exist in the community. There are, of course, variations in terms of the sophistication of commitment that the community colleges require from the industries. However, by and large, with the use of the steering committees and advisory committees there is fairly universal success in job placement once the job opportunities are identified in the community.

Another important factor in justification is the student interest inventories. Once the job opportunities in the program have been identified, a significant number of the community colleges survey the high schools in their district to determine the interest of the high school student in pursuing the occupational programs at the community college. To assist in this activity the high school guidance counselors are also contacted. Another factor in justification of a new program is the class size. In offering the various courses in a particular program the community colleges require minimum enrollments of from twelve to twenty to justify offering the courses.

In some of the community colleges one of the problems with respect to offering new programs has been the problem of building limitations for the creation of new laboratory based programs. In these situations it becomes extremely critical for a well documented justification when the program is forwarded for approval to the Board of Trustees and on up to the Illinois Community College Board.

Parties Involved in Program Approval

In analyzing the results from the pre-visit survey instrument, it was decided to investigate in greater detail some of the items that were rather definitively identified in the summarization of the data during the on-site interviews. This is particularly demonstrated in data presented in Table IV. Since some of the items are so strongly agreed upon, it was felt that a reinforcement of this information would be desirable. Therefore, as is indicated in Appendix B, Item 4 of the on-site questionnaire addresses itself to some of the program approval involvements.

Normally once a new occupational education program has been identified, and justification has been presented to support continuing with the program approval process, an advisory committee in the subject area is appointed. The advisory committees serve a very useful function in program planning as well as in the program approval process. After the advisory committee has had its input the curriculum then is forwarded normally to the college curriculum committee. In most cases the curriculum committee looks at such items as the feasibility of the course offerings, the topical coverages, the flow of program material throughout the entire curriculum as well as the utilization of space.

Upon the approval by the curriculum committee, the Dean of Occupational Education then normally is charged with the responsibility of moving the curriculum for approval up to the Board of Trustees. Up to this point in time, the regional DVTE representative and/or the DVTE staff in Springfield have not been involved in the approval process.

Prior to submitting the program to the Board of Trustees of the local institution, a thorough study is made of duplicative programs in the area vocational schools and neighboring community colleges. The degree to which the local administration addresses itself to in the area of duplicative programs with neighboring community colleges is very significant. In almost every case there has been demonstrated a genuine and sincere effort to take into account and to work with the neighboring districts in terms of program planning.

In almost every case, the approval by the Board of Trustees has been fairly routine. Only in one or two situations has the Board or some members of the Board taken an active part in the development of the program approval process. A typical comment by members of Boards of Trustees that were interviewed have been such as "We have hired the chief administrative officer to administer the institution and therefore we must have confidence in his abilities. If he does not perform, he will be replaced."

The overwhelming majority of the people that were interviewed indicated the importance of the approval from the Illinois Community College Board. Throughout the planning process, from its very inception, an intersection is made with representatives from the Illinois Community College Board to insure proper procedural implementations of the necessary data and justification with every new program. Another section of this report will address itself to the ICCB approval and BHE approval.

Facilities Planning

One of the questions asked was at what point in time do the respective institutions take into account the need for facilities with respect to program implementation. In every case the question of facilities planning occurs early in the program approval process. In cases where community colleges have adequate space it becomes a matter of assigning priorities and identifying the necessary costs with respect to bringing the particular facilities up to program standards to enable the program to function. In other cases where the facilities of the institution have been used to their maximum by existing programs, the problem resolves itself around the requesting of additional funds for new facilities, or searching the community for a suitable facility that can be leased. Normally the Dean of Occupational Education as well as the division head, who will be charged with the responsibility for the implementation of the program, are involved in the facility planning aspect of the program approval process.

Financing and Budgeting

In determining the initial budget, normally the Dean of Occupational Education along with the division head of the subject area with input from advisory committees and other institutional resource personnel determine the initial budget. By and large, most of the programs are financed with state and local tax funds. In some cases there are pieces of equipment that have been donated by participating industries in the community. Some of the community colleges have established educational foundations which permit the participating companies who contribute equipment to the institution to take advantage of tax credits. There was no particular problem with respect to determining the initial budget and identifying the required finances for the program. In some cases, priorities must be established when a large number of programs are being planned to determine which ones are to be implemented first due to financial constraints for the entire institution.

Affect of Cost Accounting Procedures on Program Offerings

Of interest to the interviewers was how important cost accounting information was in determining which programs will be supported and which programs will be expanded and others that may be dropped. In an almost unanimous response the cost accounting data plays a very small part in determining the offering of the programs. In most cases there was no "break even point" considered. The overwhelming criteria is the program need in terms of satisfying the community requirements. The management information system (MIS) of ICCB does give cost information on an individual program basis. However, these unit cost systems do not influence program support or program expansion.

In discussing this situation with a number of key individuals in the community colleges, it was clearly brought out that it is difficult to assign the true cost in terms of benefit to the community. In many cases high cost programs do provide outstanding services in satisfying needs in a particular community It is apparent that the research needs to be done on a state-wide basis in developing a performance based criterion that relates to unit costs as compared to cost benefit ratios for various occupational education programs. To the knowledge of the writer, no model has been developed that can accurately measure the cost benefit ratio for a particular community college with respect to the offering of occupational education programs. Even though a workable model does not exist, some of the community colleges should be cautioned to develop some more accurate data than they now have, since some of them pay absolutely no attention to actual program costs on a differential program basis.

One of the attempts being made by a number of community colleges in attempting to arrive at a cost benefit ratio analysis of their programs is the use of follow-up studies. Here again, however, a greater sophistication needs to be developed in terms of being able to assign the significant value in terms of the performance of the students who have benefited from the programs.

Program Evaluation

In almost every case, the DVTE program evaluation was spoken of in laudatory references. In some cases comments were made that the DVTE evaluation was of limited value since many of the items on the self-study were already being performed by the institutions. However, these comments should not be considered to be negative since the fact that the institutions were obtaining the information indicates the process of the evaluation being used by DVTE is an effective procedure.

Some of the other types of evaluations that have been carried on are by external agencies such as the North Central Accrediting Association, the State Department of Registration and Education, the Illinois Dental Society, the National League of Nurses and the Illinois League of Nursing. A significant number of community colleges have instituted self-evaluation procedures. Quite a number have developed a program of evaluating the instructor personnel.

A number of institutions are using the advisory committees to help provide the evaluation of particular subject area programs. Along with this, the follow-up studies of graduates of the programs also provides important data as far as evaluation is concerned. More and more, evaluations that combine the use of advisory committee evaluations and follow-up studies, are providing meaningful evaluative data. In one case, the advisory committee members interviewed employers three months after they have hired graduates of a particular program.

In about four institutions, there was no form of evaluation being carried on any of the programs on an in-house basis. Certainly in these times of accountability every institution should have some type of evaluative structure in operation. Perhaps a task force of the Council of Community College Presidents could study the problem and make recommendations for a somewhat uniformly structured program of self-evaluation in all of the community colleges.

Identification of Unsuccessful Program

The criteria for identifying an unsuccessful program is universally the same and that is the enrollment of a particular program. If a program does not generate the necessary minimal enrollment ranging from 12 to 20 students in a particular class, the program is identified as not being a viable program.

The interesting fact is however, that in almost every instance where a program has been identified as an unsuccessful program, the program is not actually dropped, it is put on the shelf. The reasoning is that in order to reactivate the

program at a later date, the amount of effort necessary for program approval in terms of going through the procedures as established by ICCB and BHE would be just as if the program had never been offered before, so the community colleges decide just not to offer the courses and maintain the approval with the idea that perhaps at some later date they would be able to reinstitute it.

Upon reviewing this situation with representatives of ICCB, it was found that Section 3.29 of ICCB Policies, Procedures and Guidelines addresses itself to the Reinstatement of Withdrawn Units of Instruction. It may well be desirable for ICCB to review this policy with the Council of Community College Presidents with the thought of refining it to be more understandable by everyone concerned. A workable policy is desirable to assist in the catalogues reflecting more accurately the programs that are actually being offered.

Use of Illinois Occupational Curriculum Project Manuals

The use of the Illinois Occupational Curriculum Project Manuals from DVTE varies considerably from institution to institution. In most cases the Deans of Occupational Education and some of the division heads are aware of the various curriculum manuals that are available from DVTE. However, in a large number of instances this material has not been used in the development of new programs. In some cases, a number of individuals that are central to the successful program planning and approval process are not even aware of the existence of these materials.

It is readily apparent that some type of informational program should be instituted by DVTE to bring to the attention of persons involved with program planning the existence of these materials. Several comments were made that in the past they were used much more frequently when DVTE was organized with a post secondary unit as an integral part of the administrative structure of DVTE.

Certainly with the large expenditure of funds for the development of this curriculum material, some steps should be taken by ICCB and DVTE to insure that the persons involved in program planning are aware of the existence of this material. How the material is used, of course, is another matter. The fact that the material exists should not only be brought to the attention of program planners but the program planners should have reviewed the curriculum materials for whatever benefit may accrue in the development of new programs by virtue of experience gained by others that were responsible for developing the curriculum projects.

Criteria to be Used by the State for Program Approval

One of the most controversial items that was discussed was that of state control versus local control in considering the program approval process. The interviews relating to this problem seem to be about evenly split. As a rule the community colleges in the densely populated metropolitan areas are in favor of state control with respect to the determination when program duplications are involved. Whereas the community colleges in the more sparsely populated geographic areas are against more state control. As a matter of fact, some of them become quite violent when the topic is brought up. They feel very strongly that local needs should prevail in the decision of program offerings and decisions should be left to the local colleges.

A rather unanimous feeling is that the Board of Higher Education should not be involved in program approval, the rationale being that they are so far removed from the situation that when the program is approved, by and large, it is a rubber stamp type approval and the time involved for this approval works to the disadvantage of the implementation of the program.

When the question of the role of the Office of Superintendent of Public Instruction was asked, again, a rather unanimous response was made to the effect that OSPI should not be involved in any of the approval processes.

In spite of some of the adamant stands expressed against state control, a large number of respondants felt that a number of steps should be taken by ICCB with respect to program duplication. Quite a few felt that a regional approach should be taken in reviewing the program needs for a particular region. To do this, ICCB will have to exert the leadership in a more direct manner than it has in the past.

At the same time that the regional approach has been recommended by a large number of people, it is felt that more adequate regional manpower demand data must be generated to provide the necessary justification for program planning. It is felt by many that ICCB along with other state agencies should participate in the development of a more effective manner in gathering manpower demand data.

At least one institution made reference to a high cost occupational education program from the standpoint of capital investment was originally offered at this community college. Then as adjacent community college districts were established, competing programs were also permitted to be offered at the adjacent community college with the net result that the program enrollment in the initial community college declined to the point where it is becoming uneconomical to continue the program. The initial community college has a tremendous investment in capital as well as in instructural personnel.

Quite a number of references were made to the fact that the Forms 19 and 20 by ICCB should have more information provided for local planners by ICCB.

There was quite a bit of feeling indicated that ICCB should put more teeth into quality standards criteria. A number of references were made for reestablishment of the post secondary unit in DVTE that would provide subject matter consultative services to the community colleges during their program planning and implementation activities.

Cooperation Between Community Colleges

One of the surprising activities that emerged as a result of the on-site interviews was the fact that there were a large number of cooperative activities going on between the community colleges themselves as well as with other public agencies. In the southern part of the state, the Southern Illinois Collegiate Common Market has resulted in a cooperative effort between John A. Logan College, Rend Lake College, Shawnee College, Southern Illinois College and Southern Illinois University at Carbondale. Another cooperative effort between the Southern Illionois Builders Association and about ten community colleges has resulted in the field of construction management. A large number of cooperative agreements exist between community colleges with respect to resolving the problem of program duplication and the problem of chargebacks.

Some of the other agencies with which the community colleges are cooperating are CETA and various industries. As an example in the case of Caterpillar, credit is allowed for apprenticeship training leading toward an associate degree.

At the present time, these cooperative activities have evolved strictly on a local volunteer basis on the part of the participating community colleges with the blessing of ICCB. Since this is such a positive movement on the part of the participating community colleges, the Illinois Community College Board should be encouraged to organize a formalized effort to first of all, obtain the data as far as the amount of cooperation that exists. On the basis of this information, then develop criteria that will result in the effective utilization of resources in the respective regions and thereby be able to address the problem of state control by virtue of a smooth transition into a regional concept of program planning. One of the most important areas that needs a considerable amount of effort is coordinating the effort between CETA and the community colleges. In a few instances "coordination" between the local prime sponsors of CETA and the local community colleges does exist. However, on a state-wide basis a great deal of work remains to be done to fully integrate the efforts on the part of the respective public agencies involved.

CONCLUSIONS AND RECOMMENDATIONS

This study brings forth a number of salient points that in the opinion of the writer are important in the program approval process for occupational education programs in the community colleges in the State of Illinois These items are listed below and ranked in order of important.

Recommendation Number 1 - Manpower Data

The gathering of manpower data is one of the most difficult aspects of program planning. Therefore it is recommended that a consortium of state agencies pool their resources and develop a model that will generate meaningful manpower demand data for use in state-wide planning as well as for regional and local planning needs.

Recommendation Number 2 - Program Duplication

A large number of high cost programs must necessarily be carefully reviewed for approval on the basis of need as well as geographic distribution throughout the state. To enable greater coordination and cooperation, ICCB is the logical public agency to provide the leadership in bringing about a well-balanced offering of programs thoughout the State of Illinois. Perhaps as an initial step the development of a regional approach may best solve this very sensitive problem.

Recommendation Number 3 - In-House Research Capabilities

The large majority of the community colleges in the State of Illinois do not have an in-house research capability. Many of the data gathering activities such as follow-up studies, evaluation of programs, evaluation of teaching, etc., are lacking. Therefore, it is recommended that as a start each community college have at least one-half of a full time equivalent person be assigned the responsibility of coordinating the research and data gathering activities at a community college.

Recommendation Number 4 - Program Evaluation and Follow-Up

There is a need for an effective program of evaluation and follow-up of existing occupational education programs in the State of Illinois. Perhaps the Council of Community College Presidents can best address themselves to this recommendation and form a task force to come up with a plan on how best to develop a state-wide program of evaluation and follow-up.

Recommendation Number 5 - Discontinuation of Programs

At the present time programs that are identified as not being viable are not dropped but merely put on the shelf. The institutions feel that at some

later date when they might want to reactivate the program it would be easier to take it off the shelf than to go through the entire approval process for the program. ICCB has a policy for the reinstatement of withdrawn units of instruction. Many of the Community Colleges are not using this policy. ICCB should encourage the Community Colleges to use this policy.

Recommendation Number 6 - Student Interest Surveys

A number of the community colleges have developed rather sophisticated means of gathering data from the high school population to identify student interest in various occupational education programs. Several of the community colleges have been using the Boy Scouts of America student interest forms. A study should be made as to what type of survey instrument can be the most viable in conducting student interest surveys as a function of new program planning.

Recommendation Number 7 - Cost Benefit Ratio

At the present time no model exists for generating the data that would be meaningful in terms of measuring the cost benefit of various occupational programs in the State of Illinois. A study should be funded to develop a model measuring the benefits to the community, to the student, and to the state so that meaningful data can be generated in terms of accurately reflecting the worthwhileness of each occupational education program being offered.

Recommendation Number 8 - Use of Consultants

A significant number of the community colleges indicated that more consultative services could be used effectively in program planning. Many individuals lamented the discontinuation of the post secondary occupational education unit in DVTE that was able to provide consultative services to the community colleges in their program planning procedures. Others commented about desirability of having funds earmarked for the employing of outside consultants in specific subject area fields to assist in the development of sound programs in occupational education.

Recommendation Number 9 - The Use of Occupational Curriculum Project Manuals

It is obvious in the conducting of the study that an overwhelming majority of the individuals involved in program planning at the community college level were not aware of and were not using the Illinois Occupational Curriculum Project Manual that had been developed by DVTE. It is recommended that DVTE and ICCB undertake a joint effort to more effectively communicate to all of the community colleges the existence of and the nature of the various curriculum guides that are available for program planning.

APPENDIX A

PRE-VISIT SURVEY INSTRUMENT

I. NEW PROGRAM DEVELOPMENT PROCESS

The new program development process typically involves a multiplicity of tasks. Your evaluation level of difficulty of these tasks plus the type of resources available for assistance will be of significa in zeroing in on the critical needs areas.

New Program Development Tasks	Level of Difficulty			Resources Available Within College To Assist in Task			Resour Outsi To Ass
	Some	Average	Great	None	Some	Many	None
1. Obtain adequate manpower data							
2. Obtain adequate student interest data							
3. Review idea with college curriculum committee							
4. Determine extent to which training is available at other community colleges							
5. Determining alternate possibilities for for offering program (i.e., joint agreements, contractual arrangements)							
6. Develop tentative curriculum							
7. Prepare list of equipment required							
8. Prepare list of supplies needed							
9. Determine space requirements							
10. Prepare program cost analysis							
11. Obtain consultant services							
12. Organize ad hoc committee							
13. Organize advisory committee							

AM DEVELOPMENT PROCESS

typically involves a multiplicity of tasks. Your evaluation of the
pe of resources available for assistance will be of significant value

	Level of Difficulty			Resources Available Within College To Assist in Task			Resource Available Outside College To Assist in Task		
	Some	Average	Great	None	Some	Many	None	Some	Many

II. NEW PROGRAM MANPOWER DEMAND DATA

One critical factor in new program development is manpower demand data. Please evaluate the s in terms of your college's experience, list in rank order the sources you feel are most important, and make you feel will be of value to the team in its final report recommendations.

Sources of Manpower Demand Data	Evaluation of Present Sources					List in Order of Importance 1=most important 10=least important	Comments: Sugge Improving Data, Needs, etc.
	Poor	Fair	Good	Excellent	Not Used		
1. Illinois State Employment Service							
2. Local advisory committee							
3. Special industry survey							
4. Division of Vocational & Technical Education Regional Consultant							
5. Illinois Community College Board							
6. Prime Sponsors of the Comprehensive Employment Training Act							
7. "Forecasting Manpower Needs" A Manual for Local Vocat'l. Planning (DVTE funded proj.)							
8. Other: Specify							
9.							
10.							

GRAM MANPOWER DEMAND DATA

velopment is manpower demand data. Please evaluate the sources noted
k order the sources you feel are most important, and make any comments
report recommendations.

f Present es		List in Order of Importance 1=most important 10=least important	Comments: Suggestions for Improving Data, Most Critical Needs, etc.
Excellent	Not Used		

III. NEW PROGRAM -- DUPLICATION

Because of increasing concerns regarding program duplication, key issues are raised below. W
is occurring and possible solutions are listed for your reaction.

Why Duplication Occurs	Relatively Unimportant Factor	Important Factor	Factor of Major Importance
1. Job market appears sufficiently strong to warrant additional program			
2. Student pressure			
3. Faculty pressure			
4. Administrative pressure			
5. Governing Board pressure			
6. Community pressure (broad)			
7. Community pressure (special interest group)			
8. Inability of colleges with programs to meet demands of out-of-district students			
9. Local college prestige			
10. Distance to another college with program			
11. Number and/or cost of chargebacks			
etc.			

Possible Solutions
A. Extra funding for programs involved in joint agreements
B. Renewal of approval process for programs operating three or more years but not generating minimal level of student interest
C. Requirement of institution desiring program to assure support available at minimal level in terms of budgeted space, equipment and supplies
D. Area concept approval for especially expensive programs, carrying minimum out-of-district student
E. Increased emphasis at ICCB level on verification of data contained in new program application forms
etc.

EW PROGRAM -- DUPLICATION

s regarding program duplication, key issues are raised below. Why duplication
ted for your reaction.

ely ant	Important Factor	Factor of Major Importance	Possible Solutions	Worth Pursuing? Yes	No
			A. Extra funding for programs involved in joint agreements		
			B. Renewal of approval process for programs operating three or more years but not generating minimal level of student interest		
			C. Requirement of institution desiring program to assure support available at minimal level in terms of budgeted space, equipment and supplies		
			D. Area concept approval for especially expensive programs, carrying minimum out-of-district student		
			E. Increased emphasis at ICCB level on verification of data contained in new program application forms		
			etc.		

-27-

IV.

APPROVAL PROCEDURES FOR PROGRAM DEVELOPMENT IN COMMUNITY COLLEGES

	Strongly Agree	Agree	Disagree	Strongly Disagree
1. The following persons, agencies and resources play a vital role in program planning.				
a. D.V.T.E. Regional Consultant	_____	_____	_____	_____
b. Division of Vocational and Technical Education	_____	_____	_____	_____
c. Local Program Advisory Committee	_____	_____	_____	_____
d. College Curriculum Committee	_____	_____	_____	_____
e. Illinois State Employment Service	_____	_____	_____	_____
f. Comprehensive Employment Training Act -- Prime Sponsor	_____	_____	_____	_____
g. Feeder High School Programs	_____	_____	_____	_____
h. Area Vocational Center Programs	_____	_____	_____	_____
i. Private School Programs	_____	_____	_____	_____
j. Nearby Community College Programs	_____	_____	_____	_____
k. The Amount and Source of Funds	_____	_____	_____	_____
l. Facility Planning	_____	_____	_____	_____
2. The following persons, agencies and resources play a vital role in program approval.				
a. D.V.T.E. Regional Consultant	_____	_____	_____	_____
b. Division of Vocational and Technical Education	_____	_____	_____	_____
c. Local Program Advisory Committee	_____	_____	_____	_____
d. College Curriculum Committee	_____	_____	_____	_____
e. Board of Trustees	_____	_____	_____	_____
f. Illinois Community College Board	_____	_____	_____	_____
g. Board of Higher Education	_____	_____	_____	_____
h. The Amount and Sources of Funds	_____	_____	_____	_____
i. Facility Planning	_____	_____	_____	_____
3. The following persons, agencies and resources play a vital role in program evaluation.				
a. D.V.T.E. Regional Consultant	_____	_____	_____	_____
b. Division of Vocational and Technical Education	_____	_____	_____	_____
c. Local Program Advisory Committee	_____	_____	_____	_____
d. College Curriculum Committee	_____	_____	_____	_____
e. Board of Trustees	_____	_____	_____	_____
f. Illinois Community College	_____	_____	_____	_____
g. Board of Higher Education	_____	_____	_____	_____
h. The Amount and Sources of Funds	_____	_____	_____	_____
i. Facility Plannin	_____	_____	_____	_____

APPENDIX B

ON-SITE INTERVIEW QUESTIONNAIRE GUIDE

ON-SITE QUESTIONNAIRE FOR
COMMUNITY COLLEGE PROGRAM APPROVAL PROCESS

SCHOOL_____

NAME_____ JOB TITLE_____

1. Describe your school's process for initiating new vocational programs.

2. How is the need for a new occupational program identified?

3. What justification must exist before program approval is requested?

4. What individuals and/or agencies are involved in program approval?
   A. Advisory Committees _____ B. College Curriculum Committee _____
   C. Regional DVTE Director _____ D. Board of Trustees _____
   E. DVTE _____ F. District High Schools, Area Schools and Neighboring Community Colleges _____ G. Community College Board _____

5. At what stage in the program approval process are facilities planned?

   By what persons or agencies?

6. How are new programs financed? Who determines the initial budget?

7. How does cost accounting affect annual program support and expansion?

8. How are programs evaluated other than by DVTE?

9. How are unsuccessful programs identified?

   What procedure is followed to discontinue programs that are no longer viable?

10. How are the Illinois Occupational Curriculum Project Manuals used by those involved with occupational programs?

11. In your opinion what types of criteria should the State of Illinois use to select and approve new vocational programs?

12. Other

DATE_____ SIGNATURE_____